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ABSTRACT

Pupil personnel service (pps) workers, who devote most of their efforts to the humanistic aspects of education, have shown reluctance toward embracing a performance model of accountability. Nevertheless, pps workers realize that a good system of accountability is intrinsically necessary as well as desirable. Some guidelines for developing an accountability system for pps as part of the total educational enterprise are provided. Some of the basic elements of accountability are discussed and their application to a school system or district program of pps and to programs at the school level are described. This general discussion is followed with brief illustrations designed to clarify the procedures previously discussed. These illustrations are not to be interpreted as an organizational model for pps. Nor are the elements of accountability discussed here intended to be a blueprint for an accountability system. Each pps administrator will want to adopt the principles and procedures described here to his own circumstances and needs--expanding, condensing, or modifying them as necessary. (Author/RC)

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Pupil Personnel Services Guidelines *for*

INTRODUCING AND DEVELOPING A PROGRAM OF ACCOUNTABILITY

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NAPPA Monograph No. 3

May, 1974

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Preface

This is the third in a series of monographs¹ being published by NAPPA. Monograph No. 1 dealt with *Training, Certification, and Accreditation*; No. 2 with *Paraprofessionals*.

The chief purpose behind the publication of these monographs is to state NAPPA's position on a variety of important topics. It is hoped that these monographs will be useful in informing professional colleagues and the public at large as to what pupil personnel services are all about and in what directions program development should take place.

One topic which has been receiving much attention lately is that of *Accountability*. Dr. Louis Kaplan is responsible for the original manuscript on this topic and the final product still remains largely his. Dr. Robert W. Stoughton has worked on the manuscript as well and has made a substantial editorial contribution to it and for that reason he is listed as co-editor. Many thanks are due to Dr. Kaplan for his part in producing this monograph and to Dr. Stoughton for his painstaking efforts in the editing process.

Edward Landy
Monograph Series Editor

¹NAPPA publications are available from Dr. Charles Huchet, Director of Special Services, Princeton Regional Schools, P.O. Box 711, Princeton, New Jersey 08640.

Introduction

Application to education of the term accountability arose primarily as an effort by the public, school boards, and legislators to obtain information on the quality of school programs and to fix responsibility for what the schools are doing. It is an expression on the part of citizens to make schools more responsive, more understandable, and more effective. This added impetus to already ongoing efforts by some educational leaders for a more effective and efficient system of evaluation.

One aspect of this movement is that it was part of a broader movement for a greater degree of accountability in society at large. The models of cost-benefit analysis, systems analysis, program and planning budgeting systems, and others which have proven useful to engineers, economists and business managers, were advocated for school systems.

However, the essential fact that there are basic differences in the orientation of schools and business was too often ignored. Educators have warned that where business and industry deal with tangible, measurable and relatively short term goals, the achievement of which can be validated by specific products, sales charts and the like, education focuses on entirely different ends. Schools are concerned with people, with complex human attributes, such as values and attitudes, and with personal and social goals that can be measured only over a long period of time. Moreover many people are involved in the achievement of these goals (teachers, administrators, pps workers, and others) so that it is extremely difficult to attribute success or failure to an individual or even a group of individuals.

For these and other reasons, educators regard a business-oriented concept of accountability with caution and concern. Pps workers in particular, who devote almost all of their efforts to the humanistic aspects of education, have shown reluctance toward embracing a performance model of accountability which might force them to limit their goals to easily measured, short term, and relatively narrow achievements. They believe that pressure exists for only easily demonstrated results which may be obtained without

recognition of (1) our limited assessment technology, and (2) the dangers inherent in supporting only easily measured outcomes.

Nevertheless, despite their reluctance to embrace a limited and possibly misleading concept of accountability, pps workers realize that a good system of accountability is intrinsically necessary as well as desirable for satisfying the public concern and, of equal importance, for program improvement. Elected officials and taxpayers are expecting schools to demonstrate that the results they are producing are worth the money invested in them.² Pps Administrators cannot escape these demands; indeed they do not want to. As school financing becomes more critical and choices have to be made between what is essential and what is desirable, pupil personnel services will have to be weighed on the same scale as athletics, reading, and science. Unless pps administrators can show that the services being provided are in fact making a significant contribution to the educational program, there is no reason to believe that these services will be protected when school enrollments decline and budgets are trimmed.

This then is the challenge to the pps administrator: to make known the services being provided, to show why they are needed, and to determine their effectiveness. Thus given a good foundation of human relations, an accountability system has the potential of improving management. The demands for accountability can be turned into opportunities. Thinking through what an organization is trying to do, why it is trying to do it, and how well it is accomplishing its goals helps to clarify the mission and target the desired outcomes. It offers the possibility of bringing pupil personnel services into an integral relationship with other educational programs, as contrasted with many situations where these services are now labelled "auxiliary." Equally importantly, it requires that the functions and responsibilities of individuals be clarified, that the resources and support they require be identified, and that their accomplishments be evaluated. Such a systematic approach to the organization of pupil personnel services will enable the administrator to document the effectiveness of

²In the last analysis, this will remain a value judgment. For example, is it worth \$20,000 to prevent a boy or girl from becoming a hardened criminal?

these services and strengthen their position in the school district organization.

The purpose of this monograph is to provide some guidelines for developing an accountability system for pupil personnel services as part of the total educational enterprise. We begin with a discussion of some of the basic elements of accountability, then describe their application to a school system or district program of pupil personnel services and to programs at the school level. This general discussion is followed with brief illustrations designed to clarify the procedures previously discussed. These illustrations should not be interpreted as an organizational model for pupil personnel services. Nor are the elements of accountability discussed here intended to be a blueprint for an accountability system. Each pps administrator will want to adapt the principles and procedures described here to his own circumstances and needs — expanding, condensing, or modifying them as necessary.

I. Elements of an Accountability System

There is no universal agreement on what constitutes an accountability system for education. In reviewing various accountability or management systems one commonly encounters concepts such as goals, objectives, programs, program context, program structure, processes, outcomes, needs assessment, resources, audit, and many others. These terms may be used to mean whatever people want them to mean and often are combined in ways to suit the requirements of specific situations.

Because of this lack of structure, it would be well to have some common understandings on the meaning of terms and concepts before we talk about an accountability system for pupil personnel services. Necessary elements of accountability as presented in this monograph are (1) goals, (2) objectives, (3) program (or process), (4) resources, and (5) evaluation.

GOALS

The needs, values, desires, and aspirations of a community and its school system are encompassed in a statement of goals. Goals describe the overall purpose of the schools. They announce what the end products of education should be without specifying how to achieve them. Obviously so vital a process cannot be reduced to an ivory-towered exercise where administrators decide what is good for pupils and the community. Goals must emerge out of needs and they must be developed within a living context of people and what they expect from their schools.

One way of making an assessment of goals is to ask the people who will be affected what they want their schools to do. This may be done through face-to-face meetings with citizen groups, students, teachers, and staff; through discussions with selected samples of these groups; or through the use of questionnaires and other written assessment devices.

This is usually a slow and arduous process because the expectations of the group must be validated against the expecta-

tions of the others, and the interaction among these groups can get stormy. Conflicts need to be resolved, and expectations brought into harmony with resources, time constraints, and the realities of operating a school system.

Many administrators will not have the time or resources to involve people in so extensive an assessment. They need a shorter route to setting goals. A practical approach is to list all the activities which are being carried on currently by pupil personnel services. These activities usually have a history of having evolved in response to some need, desire, law or other force that brought them into being and retained them over the years.

Once having developed such a list, each activity should be evaluated in terms of why it is being performed and whether it is making any contribution to the welfare of students. (What need is being met or toward what goal is it directed?) Decisions must be made about which of these activities are practical, realistic, functional, and desirable and should be retained. The activities retained can then be related to goals. For example, let us assume an existing activity is that of establishing a liaison relationship with the police and probation officer to bring about a more informed handling of young delinquents or pre-delinquents. The purpose for doing this, hopefully, to bring about more effective casework which in turn should result in reduced rates of delinquency and recidivism which in turn could be regarded as goals.

While the formulating of goals is vital to an accountability system, the administrator must exercise caution lest the whole operation bog down at this point. It is possible to spend endless hours defining and refining goals, which is neither wise nor necessary. People get frustrated if so much time is spent deciding where they want to go that no time is left to get started. What is needed is the formulation of enough goal statements to point the way, with the understanding that others will emerge as things get going.

OBJECTIVES

For each goal there must be a series of objectives or accomplishments to be achieved within a given time under stated conditions. A goal represents the desired end-product,

while an objective (an intermediate goal) indicates an accomplishment to be achieved to reach this goal. The formulation of objectives is a difficult, but critical part of an accountability program. From these statements of objectives will emerge the program, the roles of the staff, and the evaluation procedures to be used.

The number of objectives required to achieve a goal will vary with different goals and under different circumstances. If too many objectives are written, the process may become unmanageable. Too few will be insufficient to describe the mission and functions to be performed or to provide guidelines for the day-to-day operation of the staff. One alternative is to start with about five major objectives for each goal and add to or revise them as a plan of action is implemented. Another is to select one goal on a priority basis and write all the objectives for that goal the first year. Objectives for other goals are then added in the following years. In either case, the objectives established must be subject to continuous monitoring or change as they are validated in the action program.

PROGRAM OR PROCESS

The implementation of objectives requires that certain activities or processes be performed within the time limitations. The goals and objectives will have to be arranged in some kind of priority and responsibilities for their achievement be assigned to members of the staff. *These activities focussed on a specific task with an end product (objective) in mind, to be achieved at a designated time by a designated agent or agency, constitute the program of an accountability system.*

RESOURCES REQUIRED

It is necessary to indicate what resources will be needed to implement the activities included in the accountability system. Unless these conditions are stated in terms of staff, finance, time, equipment, and other resources required, administrators may make the mistake of promising more than they can deliver. Or they may not deliver enough with the resources provided. The illustration used by Alkin³ is that a

³Alkin, M. C. "Accountability Defined," *Evaluation Comment*, May 1972, 3:1-5.

printing press operator cannot be expected to produce 100 copies a minute on a machine whose maximum output is 50. Conversely, it might be said, a machine which has a capacity for producing 100 copies a minute is used inefficiently if the work requirement is for only 50 copies a minute.

The establishment of objectives and programs must be carefully synchronized with the resources available. A program requiring a staffing of one pps worker to 100 pupils would not work if the staffing were one to 300. It would be nice to set forth the "ideal" set of goals and objectives to be attained, develop a program, and have the school district provide the resources needed to implement it. But things do not work this way. It is unlikely that there will ever be enough money to provide schools with all the support they need to do all the things they want to do or need to do. This should not prevent the school district from presenting a desirable program and staffing with recommendations for their attainment along with a carefully developed calendar for their eventual implementation with the necessary resources.

Professional organizations have tried to establish guidelines for staff resources by recommending that for every 25 pupils there should be one teacher; 200 or 250 pupils warrant a counselor; 800 or 1000 pupils a nurse; etc. But these formulae are largely estimates based on general experience and not experimental results. Nor do they take into account such variables as supporting services and facilities. Unless the ratios are understood and accepted by the public, they are buffeted around in the arena of budget manipulation.

Resources have been related to expected outcomes with criteria such as time necessary to perform certain tasks. One district made an analysis of the functions which the law required psychologists to perform. These requirements were converted into the number of hours it would take a psychologist to perform them for a given number of pupils, and then converted into the number of psychologists the district would require to meet the minimum standards of the state law. The pps administrator now has a yardstick. If the schools and community desired services beyond the minimum requirements of the law, staff would have to be added. If financial constraints required reduction of staff, then programs would have to be curtailed or eliminated, which, in

turn, would mean that minimum standards as set by state law would not be met.

In another approach along this line, the California School Nurses Organization⁴ conducted a time study of how long it took a nurse to test a child's vision, or hearing, or provide counseling, or do any of the other things nurses commonly do in a school system. These data are provided in a series of tables. Knowing how much time is required to perform a given function, a district can match its programs to the staff it can afford. It was determined, for example, that the vision appraisal of pupils would take 682 minutes of a nurse's time per 100 pupils; hearing appraisal 769 minutes; dental screening 861 minutes; cardiac appraisal 622 minutes; etc. This analysis was carried out for every aspect of a school nurse's function, down to the time required to attend meetings and to contact parents on the phone.

It must be remembered that other resources such as physical facilities, equipment, etc. need to be considered also.

While this may appear to be a mechanistic, efficiency oriented, time-and-motion study approach, having such data takes on meaning and realism where resources are limited and the pps administrator is in the arena with the directors of athletics, transportation, maintenance, instruction, or personnel, struggling for funds to carry out necessary activities. Decisions are then required concerning the work performed, its relation to stated goals, and the relative value of activities designed to achieve these goals.

EVALUATION

Evaluation is the process of appraising the extent to which plans, programs, and activities accomplish what they are supposed to do. It is not an isolated event, or something done at the end of the year to justify the existence of a staff or program. Evaluation must be continuous, ongoing and designed to help identify and plan for needed change and improvement. Evaluation is not limited to measurement, although it may involve data derived from measurement. It will also utilize descriptive reports, observations, question-

⁴California School Nurses Organization. *The School Nurses Services Program*, part II, *Time Study*. Garden Grove, California. 1972.

naires, external audits, self-appraisal, and other devices to which the people involved agree.

Much anxiety has been associated with evaluation because it has been used as a device to assess the competency of a person. Perhaps not all of this anxiety can be eliminated, but its intensity can be reduced by using the evaluation process as a means of helping people to do a better job. The process of evaluation can help the person responsible for an activity know how well he is doing and how close he is coming to accomplishing his objectives. It is essential that staff members be involved in determining what is to be accomplished and how it will be assessed, not only to reduce anxiety but to ensure a more effective way of evaluating and thus a better program. Under these circumstances, evaluation can be a meaningful and constructive process rather than a threat.

In a sense evaluation may be considered the heart of the accountability program. It is the process by which the staff can obtain information useful for those to whom they are accountable and also the information necessary for staff and administration to improve their programs.

II. The District Level

An accountability system for pupil personnel services should evolve from a district framework of goals, purposes and expected outcomes for the total educational program. Within this framework, pupil personnel services establishes goals, objectives, programs, and evaluative procedures.

This process starts with formulating an umbrella program at the district level, then proceeding through each subdivision of pupil personnel services until a total accountability system is developed. Objectives at the district level may be predominantly of the process or program type. Since the district administrator usually does not work directly with children, the district accountability system must focus on the programs and processes employed by the staff. This is based on the assumption that a seemingly effectively operating staff will produce desired pupil outcomes as their influence reaches into the school.

If the district is large enough to have departments, each with a director or coordinator, the accountability system within these departments may also focus on the staff and what they are expected to do. Objectives for pupil performance enter the plan more prominently as activities move closer to the schools.

III. The Operating Unit Level

At each level below the district, specificity increases and becomes more outcome oriented as it translates organizational goals into specific work tasks and performance criteria for individual employees. Depending on the size of the school district, the sub-units could be a division of schools, such as elementary or secondary; an administrative area, such as a decentralized area of a city or county system involving all levels of education; or a single school.

Just as the district program must evolve from the thinking of a broad segment of the school staff and the community, so must the sub-unit program be developed through involvement of the people who will work in the program and be affected by it.

The pps staff should play a major role in establishing accountability procedures at the unit level but they cannot do this alone. No one alone can define his own job nor establish his own evaluative criteria. There is too much danger of stacking the deck unless persons affected by the service as well as those who provide the service are involved in the planning. In the establishment of accountability procedures at the school level, the principal becomes the key figure who must coordinate the efforts of the entire school staff, including pps workers, and relate the accountability process in the school to the total district system.

IV. Illustration of an Accountability System for Pupil Personnel Services

The outline provided below is intended to offer in skeletal form an illustration of how the elements of an accountability system may be utilized by the pupil personnel administrator. It is merely illustrative, but should give the administrator a starting point from which to begin his own development of a program which will meet the requirements of his schools and community. The total educational program has as its goal the optimal development of each child as a healthy individual who has purpose and self-respect and whose life is rewarding to himself and society. Within this framework the outline below follows.

THE OVERALL DISTRICT PROGRAM

1. Goals:
 - a. The special needs of individual children should be identified.
 - b. Programs should be provided to meet these needs.
 - c.
 - d.
2. Objectives:⁵
 - a. To assist the school faculty in identifying the special needs of individual children. To be evaluated by annual attitude surveys of the school faculty to determine faculty opinion as to adequacy of service.
 - b. To assist parents and others in the community to understand and contribute to the effective treatment of children. To be evaluated through data on follow-up of services provided children after referrals have been made by the school staff for physical, social, mental, or emotional conditions detected annually.
 - c. To provide services for those children whose needs are not appropriately met in the regular instructional program and for which pupil personnel services are needed. To be evaluated by the number of children referred each year to pps staff and the number

⁵It should be stressed again that these are illustrative only — especially the examples of evaluation. For example, how well the faculty succeeds in identifying needs of individual children could be ascertained by asking for lists of children whose specific needs had been identified by teachers and what they were for each child.

provided with such services as revealed in the annual report of each pps worker.

d.

Note: Objectives could be stated also in behavioral terms if so desired. For example, "c" above could be stated as follows: Children with special needs will be helped to overcome their problems to an observable extent. Or, (1) each child identified as requiring pps will be seen by at least one pps worker who will recommend or provide appropriate services, and (2) at least 90% of the children referred will show observable improvement in coping with their problems.

3. Program Description.

Services are provided to the schools in the areas of health, social work, attendance, school counseling, psychological services, speech and hearing, and special resources for the handicapped. Staff members are assigned to the schools under the administration of the principal. Coordination, supervision, community liaison services are provided by the central office pps staff.

4. Resources Provided

a. *Staff.* The number and kind of specialist will vary according to the needs and resources of the community. Generally* a ratio of approximately one full-time pps worker to 100 pupils is a desirable over-all rating.⁷

b. *Materials.* (These cannot be stated too specifically and, indeed, ought not to be. Rather than specify desks, tables, bookcases, file cabinets, recorders, reference materials, etc., it would be better to state an average amount needed for each worker on an initial basis and then for annual support.)

c. *In-Service Training Budget*

d. *Conference Budget*

e.

*See: Stoughton, Robert W. et al. *Pupil personnel services: A Position Statement*. National Association Of Pupil Personnel Administrators. 1969.

⁷For example, a district of 10,000 pupils may have 50 school counselors, 10 nurses, 5 social workers, 10 psychologists, 3 attendance officers, 5 speech and hearing therapists, the equivalent of 1 full-time physician, 10 learning disability specialists, one specialist for the blind, 5 specialists to work with delinquents, a director and an assistant director. This would provide a ratio of .85 workers per 100 pupils. Refer again also to pp 6-8 concerning immediate planning for the year and ultimate resources required.

5. Projects and Calendar:

<i>Project</i>	<i>Anticipated Completion Date</i>	<i>Responsibility</i>
• Hold in-service diagnostic workshops for teachers in each school.	April, 19____	Coordinator, Psychological Services
• Prepare and administer attitude survey to evaluate workshop effectiveness.	April, 19____	Coordinator, Psycholog. Ser- vices
• Hold pre-school round-up and evaluate health status of entering pupils.	May, 19____	Supervisor of Nurses
• Conduct evaluation study of program for gifted pupils.	Initiate: Oct. 19____ Complete: June 19____	Coordinator, Special pro- grams
• (etc.)		

This illustration may be sufficient to describe the process in a simplified form. Since a district program will have several goals and probably sub-goals, each of which will have to be expanded as described, the final plan may be quite a formidable document. For this reason, it is well to start out with just a few goals, a few objectives, and a few programs, build an accountability system around these so that people are not overwhelmed, then, as the bugs are ironed out, expand on it.

A PARTICULAR PUPIL PERSONNEL SERVICE AT THE DISTRICT LEVEL

Under the umbrella of the general district accountability plan, each of the departments of pupil personnel services will need to formulate its accountability system. In this section we use the health services department to illustrate the process.

Health Services

1. Goals:
 - a. To develop a program of school health services that will enhance the educability of the individual pupil.
 - b. To fulfill the legal requirements of the state.
 - c.
 - d.
2. Objectives (Process)^a
 - a. To assist in providing a continuous healthful school environment by

^aIn addition we could have process objectives stated in terms of staff behavior. For example, for 2a: "Teachers identify situations which require a safety emphasis."

orienting the faculty to first-aid procedures and making them aware of situations that need more emphasis on safety. (Evaluated by the frequency and severity of accidents each year as an indication of effectiveness.)

- b. To complete 90% of the vision and hearing screening programs by the end of March each year. (Evaluated by the degree to which this objective is completed.)
- c. To provide teachers with resource materials that can be employed in health education in the classroom to promote students learning as outlined by the health curriculum in the school. (Evaluated by observational judgments on use of the materials.)
- d. To assess health records annually and follow-up recommendations. (Evaluated by the percent of the students identified as needing further care who should have sought corrections by June.)
- e. To provide a successful immunization program. (Evaluated by the number of students inoculated against communicable disease.)
- f. To provide in-service education for nurses to keep abreast of changing trends in medicine. (Evaluated by their ability to detect and prevent health problems.)
- g. To coordinate health services with other pupil personnel services for children with learning difficulties to help insure the individual pupil his proper placement in the educational setting. (Evaluated through selected follow-up studies of individual pupils with learning difficulties.)

3. Program Description:

Health Services formulates, coordinates, and evaluates the district health program and policies, provides consultation to principals, teachers, and central office staff, interprets the health program to the community and maintains liaison with professional organizations concerned with health.

4. Resources:

- a. At the elementary level, one nurse serves two or three schools. Each secondary school has a full-time nurse.
- b. Each high school nurse has a full-time secretary. One is provided for each group of three elementary school nurses.
- c. Audiometers are allocated to each nurse.
- d. First-aid clinic supplies are allocated on the formula of 75¢ per elementary and \$1.00 per high school student.
- e.
- f.

5. Projects and Calendar:

<i>Project</i>	<i>Completion Date</i>	<i>Responsibility</i>
• Administer Tine test to staff, volunteers, and tutors.	Oct. 15, 19____	All school nurses
• Read Tine test and refer positives for chest X-ray.	Oct. 25, 19____	All school nurses
• Conduct teaching-counseling sessions on VD with 10th graders	Nov.-Jan. 19____	High school nurses
• (etc.)		

Note: Here the objectives still relate primarily to the process and program, what the staff will do to and for people. As we move from the department level to the school where the payoff should occur in terms of what happens to students, objectives become definitely outcome-oriented. This is shown below, using as an illustration aspects of the speech correction program.

A PARTICULAR PUPIL PERSONNEL SERVICE AT THE SECONDARY LEVEL

Speech Services

1. Goals:

- a. To provide a program for identifying receptive and expressive communicative disorders (i.e., articulation, voice, stuttering, and language).
- b. To provide a program for remediating those disorders.
- c.

2. Objectives (Performance)

- a. By the end of the school year 50% of articulation cases will move up one level on a ten-step level of Severity Scale.
- b. By the end of the school year 20% of the clinical cases will move up one level on a ten-step level of Severity Scale.
- c. By the end of the school year 75% of pupils enrolled in speech improvement classes will move up the Scale of Communicative Abilities at least one step on a ten point scale.
- d. ... 50% of all pupils in speech reading will ...
- e. ... 50% in language development ...

3. Program Description:

Each high school is assigned one full-time speech therapist who serves a total enrollment of about 2500 pupils.

Pupils in grades 9-12 are given individual therapy after screening and testing to determine the nature of the handicap. They are selected in order of severity with those in greatest need receiving assistance first. Lip reading is taught when needed. Special improvement classes are conducted for those whose problem is relatively minor and who would

profit from instruction in larger groups. Each therapist submits annual reports to the district and the state describing his case load, defects involved, and the success achieved.

4. Resources:

- a. Each speech therapist will serve 1000 secondary school pupils
- b. A budget of 50€ per pupil will be established for materials
- c.

5. Projects and Calendar:

<i>Project</i>	<i>Completion Date</i>	<i>Responsibility</i>
• Submit to high school list of 8th grade pupils receiving speech therapy	May, 19____	Elementary and middle school correction teachers
• Schedule 9th graders for speech Correction	April, 19____	High school speech correction teachers
• Schedule conference with school nurse to review pupil health records	Sept., 19____	H.S. speech correction teachers
• Letter to parents regarding purpose and organization of speech correction services	Oct., 19____	High school speech correction teachers
• (etc.)		

V. Summary

The brief illustrations cited above suggest the detail necessary in an accountability system. Each phase of pupil personnel services needs to be defined in a continuum from the district level to the operating level where something happens to children or staff. Care must be taken not to promise more than can be delivered with the resources available — and if the community or district expects more, then the pps administrator must be prepared to state and justify the additional resources needed.

There are both a long-term and a short-term aspect of the development of an accountability system. The long-range aspect will have to be worked out over a period of years and encompasses the total educational enterprise. However, a beginning must be made at the school and district levels in terms of short-range plans while the long-range plans are being developed. The short-range plans would have to be flexible, experimental, and field tested. As their practicality is assessed, the useful elements are incorporated into the long-range plans. The working back and forth must be done in order to get things moving. But the ultimate goals of the long-range program must guide this process.

It should be expected that some people will be threatened when this process begins. There may be anxiety about subjecting one's own performance to evaluation. To minimize these feelings, administration must provide a supportive, constructive atmosphere where people feel safe to analyze their performance, and are willing to involve others in this analysis. There must be a flow of review procedures up and down the line so that people are not held accountable for performance which is restricted by inadequate resources or inappropriate expectations. Within such an environment, the accountability system can become a positive means of identifying what people are expected to do and what resources they need in order to meet these expectations. This will provide security and confidence for the individual staff member, and enable the school district to make realistic commitments to the community.

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